

INDEX

IN

INDEX

- ACCOMPLISHMENTS OF THE CIVIL SERVICE REFORM MOVEMENT**, H. Eliot Kaplan, 142-147
- Adams, John, 11, 13
- Adams, John Quincy, 127
- Adams, Samuel, 11
- ADMINISTRATION AS A PROFESSION**, Leonard D. White, 84-90
- Administration of justice: as affected by politics, 18, 40
under the merit system, 176
- ALTMAYER, A. J., *The Scope of Departmental Personnel Activities*, 188-191
- AMATEURS VERSUS EXPERTS IN ADMINISTRATION**, Ordway Tead, 42-47
- Angell, Norman, cited, 207
- Arnim, Harry von, 53
- Baker, Oliver E., cited, 207
- Banning, Margaret Culkin, 184
- Beard, Charles A., cited, 12
- Bellows, Henry W., 143
- Belsley, G. Lyle, cited, 49
- Beveridge, Mrs. Albert J., 184
- Bird, William A., cited, 146
- Bismarck, Otto von, 53
- Bland, Charles H., cited, 86
- Bohrer, Florence Fifer, quoted, 185
- Bonaparte, Charles J., 142
- Borah, William E., quoted, 165
- Bouthoul, G., cited, 206
- BRECHT, ARNOLD, *Bureaucratic Sabotage*, 48-57; 56
- Brown, LaRue, quoted, 185
- Buller, Charles, cited, 50
- Bureaucracy**: American attitude toward, 165, 166-167
definition of, 48, 165-166
evils of, 165
not wholly evil, 51, 57
Prussian example of, 55-56, 166
stages of: deliberate domination by individuals and groups, 52-54
knowledge versus ignorance, 50-52
red tape versus initiative, 48-50
- BUREAUCRACY AND REPRESENTATIVE GOVERNMENT**, Harold W. Dodds, 165-172
- BUREAUCRATIC SABOTAGE**, Arnold Brecht, 48-57
- Burt, Silas W., 143, 193
- Business**: as affected by taxes, 6-7
contributions of, to political machines, 17
- Career service for government employees**, 8
definition of, 137
in new Federal agencies, 124
- necessary to attract educated youth, 34, 39, 171-172, 181, 195
results of training for, 96
status of, in American cities, 81
- Cavour, Camillo B. di, 217
- Chandler, George F., quoted, 161
- Charles X., 217
- City managers: improved personnel administration under, 176
professional requirements and standards of, 78, 79, 80, 87
tenure of office of, 81
training and experience of, 78
- Civil service**: as affected by politics, 19-20, 33, 38, 159
criticism of, 25, 125, 160, 174-175
examinations, 26, 38, 106, 109, 137, 170
practicality required in, 61-62
exemptions from, 71
of new Federal agencies, 122, 123
inferiority of commissioners, 36
rivals of, 163-164
See also Civil service reform; Government service; Merit system
- CIVIL SERVICE AS NEGATIVE CONTROL**, Bruce Smith, 159-164
- Civil service commissions, *see* Personnel agencies
- Civil service reform**: "1936 model," 147, 172
accomplishments of, 145, 197-198
criticism and appraisal of, 146-147, 170-172
history of, 142-145, 193-194
- National Civil Service Reform League**
program of, 195-196
quoted, 192
work of, 182
- National League of Women Voters**
methods of, 184-186
objective of, 183-184
present work of, 186-187
objectives of, 8, 194-195
obstacles to, 196-197
See also Civil service; Government service; Merit system
- CLAPP, GORDON R., *A New Emphasis in Personnel Administration*, 111-118
cited, 118
- Classification Act of 1923**, 189, 194
designates professional and subprofessional work, 88-89
fixes salaries, 88
problems created by, in new Federal agencies, 122
- Cleveland, Grover, 30, 144
- Commons, John Rogers, 127

- Concentration of political power, tendency toward, 168
- Coolidge, Calvin, 6
- Corwin, E. S., cited, 13
- COST OF THE PATRONAGE SYSTEM, THE*, James Kerr Pollock, 29-34
- Curtis, George William, 14, 142, 143, 193
- Davis, John W., quoted, 165
- DODDS, HAROLD W., Bureaucracy and Representative Government, 165-172
cited, 147
- Dorn, Walter L., 166
- DYKSTRA, C. A., In Defense of Government, 1-9
- Eaton, Dorman B., 142, 193
cited, 143
- Education: American attitude toward, 60-61
See also In-Service Training by State Leagues of Municipalities; Internship Training in the Public Service; Training for the Public Service
- Educators: professional organization of school superintendents, 77-78, 80
- Eliot, Charles William, 5
- EMMERICH, HERBERT, Personnel Problems in New Federal Agencies, 119-126
- ESSENTIALS OF A MODEL PERSONNEL SYSTEM, Floyd W. Reeves, 134-141
- Experts in government: advantages of, 46
influence of, in public affairs, 50-52
See also Professional groups in government service; Professionalization of the public service
- Fay, Bernard, cited, 12
- Fayol, Henri, 86
- Federal agencies, new: administrative difficulties of, 125
characteristics of, 119-120
increase of, 119
losses and gains of, 125-126
recruitment of personnel for, 123-125
salaries in, 121-123
tenure of position in, 123
types of, 120-121
- Finetti, B. de, cited, 207
- Fish, Carl R., cited, 12, 13, 14
- Fitzgerald, Frank D., 174, 184
- Flynn, John T., cited, 10
- Ford, W. C., cited, 12
- Franklin, Benjamin, 11, 12, 40
- FREDERIC, KATHERINE A., Public Personnel Trends in the States, 173-179
- Frederick the Great, 54, 166
- Frederick William I, 166
- FRIEDRICH, CARL JOACHIM, The Rise and Decline of the Spoils Tradition, 10-16
cited, 15, 48, 49, 52, 55
quoted, 24
- FROM SPOILS TO MERIT IN ONE GENERATION, Mrs. George Gellhorn, 183-187
- Furber, H., cited, 13
- Gallup, George, 186
- Garfield, James A., 33, 144
- GELLHORN, MRS. GEORGE, From Spoils to Merit in One Generation, 183-187
- George III, King of Great Britain, 11
- Gildersleeve, Virginia, 184
- GINI, CORRADO, Problems of the International Distribution of Population and Raw Materials, 201-214; 218
cited, 207
- Gladstone, William E., 30
- Government: attacks upon, 1
business methods in, 8, 23-24, 34
confidence in, needed, 7
definition of, 1-2
functions of, 2-3
distinction between administrative and policy-forming, 91, 134
increase of, 135
by industrial revolution, 59
in cities, 76
in states, 69
human element in, 7-9
- Government administration: characteristics of, 44, 167-168
definition of, 44-45, 85-86
efficiency in, how attained, 134-135
leadership in, 45-46
of Social Security Act, 177-179
popular control of, 168-169
See also City managers; Government administrators; Personnel administration; Professional groups in government service; Professionalization of the public service
- Government administrators: amateur, shortcomings of, 42-43, 94-95, 125, 167
as distributors of patronage, 33
disciplinary powers of, 31, 39-40, 160-161
election versus appointment of, 134
in a bureaucracy, 166
professional status of, 87-88
qualifications for, 92-93, 125, 169
recruitment of, 93-94
See also City managers; Government administration; Professional groups in government service; Professionalization of the public service; Training for the Public Service
- Government employees: attendance of, 31, 102
attitude of, toward public service, 66, 68, 79, 126, 188
compared with business employees, 171, 180-181

- compensation of, 19-20, 33, 40, 70, 88, 121-122
 discipline and removal of, 31, 39-40, 106, 160-161, 189
 efforts of, to improve personnel administration, 67, 114, 197
 functions of, 67, 192
 insecurity of, 65-66
 justice to, demanded by public interest, 68
 number of, 4, 70, 119, 193
 in cities, 76
 organization of, 114-118, 190, 197
 political activities and contributions of, 19-20, 25, 32-33
 probation of, 133, 138, 189
 promotion of, 39, 94, 137, 138, 189
 public indifference and hostility toward, 66, 180
 quality of, 25, 26, 31-32, 66, 180
 recruitment of, 38, 54-55, 123-125, 136-137, 189
 from educational institutions, 171
 state employees, 69-75
 superannuation of, 40
 treatment of, in a model system, 137-138, 139
 turnover of, 31
 welfare services for, 190
See also Career service; City managers; Civil service; Government administrators; Merit system; Patronage system; Professional groups in government service; Professionalization of the public service; Training for the Public Service
 Government expenditures compared with personal expenditures, 5-6
 Government service: ability of average man for, 14, 60, 127, 167
 appointments to, in a model system, 136-137
 changing character of, 4-5, 84-85
 classification of positions, 33, 40, 88-89, 113-114, 122-123, 138, 189
 efficiency in a model system of, 137-139
 extent and diversity of, 3-5
 payment for, 5-6
 prestige of, 21, 34, 39, 63, 68, 127, 134
 promotion within, 39, 94, 137, 138, 171, 189, 195
 specialized fields represented in, 4, 85
 unattractive to educated youth, 34, 39, 41, 163, 170, 195
 unbusinesslike methods in, 23-24, 34
 See also Civil service
 GOVERNMENT WITHOUT PATRONAGE, William E. Mosher, 35-41
 Grant, Ulysses S., 142
 Hagerman, E. E., cited, 81
 HAGGERTY, THOMAS J., Spoils and the "Racket," 17-21
 Hamilton, Alexander, 12, 13, 216
 Harmon, Judson, 30
 Harriman, Henry I., 7
 Harrison, Benjamin, 144
 Hayes, Rutherford B., 142, 143
 Hill, W. E., 151
 Hitler, Adolf, 166
 Hoare, Samuel, 201
 Holstein, Friedrich August von, 50
 Hoover, Herbert, quoted, 165
 Horace, 20
 IN DEFENSE OF GOVERNMENT, C. A. Dykstra, 1-9
 IN DEFENSE OF PATRONAGE, William Turn, 22-28
 Industrial revolution as expanding government activities, 59
 IN-SERVICE TRAINING BY STATE LEAGUES OF MUNICIPALITIES, Arnold Miles, 148-153
 International relations: frictions caused by distribution of population and raw materials, 201-214
 INTERNSHIP TRAINING IN THE PUBLIC SERVICE, Otis Theodore Wingo, 154-158
 opportunities for internes, 157
 selection of internes, 154-155
 training program, 155-157
 value of internship procedure, 158
 Jackson, Andrew, 10, 13, 14, 15, 24, 25, 60, 193
 quoted, 166-167
 Jefferson, Thomas, 13, 127
 Jellinek, Georg, cited, 48
 quoted, 56-57
 Jenckes, Thomas Allen, 142
 Johnson, Hiram, 30
 JOHNSON, ROBERT L., Qualified Personnel and Why We Should Have It, 180-182
 Judges: dominated by politics, 18
 under civil service provisions, 176
 Kameke, Karl Otto von, 56
 KAPLAN, H. ELIOT, Accomplishments of the Civil Service Reform Movement, 142-147
 quoted, 195-196
 Kuczynski, Robert R., cited, 207
 Labaree, L. W., cited, 11
 La Follette, Robert M., 30
 La Guardia, Fiorello H., 184
 Lambert, Henry, cited, 143
 Laski, Harold J., cited, 48, 51, 52
 Lee, Charles, 11
 Legislation
 re civil service reform, 142-145, 193-194
 re merit system in government, 104, 142-145, 193-194
 re organization of Federal employees, 114

- Rogers Act of 1924, reorganizing our foreign service, 145, 181, 194
See also Classification Act of 1923; Social legislation
- Liberty: in Germany and Italy, 217-218
 in the United States, Great Britain, and France, 215-217
 threatened by government services to the individual, 215-218
 threatened by nationalism, 218
- Lincoln, Abraham, 33, 216
- Lindley, Ernest K., 184
- Lippmann, Walter, 3
- Louis XVIII, 217
- Louis Philippe, 217
- Lowell, A. Lawrence, cited, 50
- Macaulay, Thomas B. (Baron Macaulay of Rothley), 62
- McBain, H. L., cited, 12, 13
- Machine politics, *see* Political machines
- McKinley, William, 144
- MacMahon, Arthur W., 56
 quoted, 52
- Madison, James, 13, 127
- Marcy, William Learned, 10
- Marshall, John, 13
- Marx, Fritz M., cited, 86
- Menzel, Hans, 56
- MERIAM, LEWIS, *The Trend Toward Professionalization*, 58-64
- Merit system: adoption of, in cities, 176
 beginning of, 14
 changes needed in, 161, 172
 compared with patronage system, 26, 161-162
 exemption of policy-forming officials from, 16, 136
 extension of: movement for, 173
 needed, 107-108
 how to attain, 134
 in Army and Navy and in Canadian and London police, 163-164
 in new Federal agencies, 123-124
 objectives of, 194-195
See also Civil service reform; Legislation; Patronage system
- Merriam, Charles E., quoted, 30
- Merton, Robert K., 201
- MESSICK, CHARLES P., *Professionalizing the State Service*, 69-75
- MILES, ARNOLD, *In-Service Training by State Leagues of Municipalities*, 148-153
- Mill, John Stuart, 167
 quoted, 48
- Mitchell, John Purroy, 128
- Montesquieu, Charles de Secondat de, 168
- MONTGOMERY, W. W., JR., *Problems and Progress of the Merit System*, 192-198
- Moore, Lyman S., cited, 77
- MOORE, LYMAN S., and CLARENCE E. RIDLEY, *Training for the Public Service*, 127-133
- Morgan, Arthur E., 197
- Morison, S. E., cited, 12
- MOSHER, WILLIAM E., *Government Without Patronage*, 35-41
- Mukerjee, Radhakamal, cited, 206, 211
- Namier, L. B., cited, 13
- Napoleon I, 217
- Napoleon III, 217
- Nasu, Shiroshi, cited, 207
- National Civil Service Reform League, *See* Civil service reform
- National League of Women Voters, *See* Civil service reform
- National self-sufficiency, 206
- National sovereignty, limitation of, 204-206
- National superiority, 208-209
 individual versus national competition, 209-210
 transmission of civilization, 210-214
- Nationalism, a threat to liberty, 218
- NEED FOR CAREER ADMINISTRATORS, THE, W. W. Stockberger, 91-96
- NEW EMPHASIS IN PERSONNEL ADMINISTRATION, A, Gordon R. Clapp, 111-118
- NOLTING, ORIN F., *Serving the City*, 76-83
- North, Frederick, 10
- O'Mahoney, Joseph C., 183
- Patronage system
 as affecting our views of public service, 15-16, 21
 as affecting the Roosevelt administration, 120
 characteristics of, 10
 compared with merit system, 26, 161-162
 cost of, 21, 29-34
 defense of, 14, 22-28
 evils of, 29-34, 184, 185, 194
 origin and history of, 10-14, 24, 193
 public indifference toward, 180, 183
 substitutes for, 15, 26-27, 55-56
See also Merit system; Political campaigns; Political machines; Political parties
- Pendleton, George H., 143
- Penrose, E. F., cited, 204, 207
- Personnel administration: and employee organizations, 114-115
 and organization structure, 111-114, 135, 139-141
 as affected by the Social Security Act, 177-179
 centralized, 106-107
 decentralized, 140-141
 functions of: administration of social legislation, 191
 classification and training, 189-190

- recruitment, promotion, and removal, 189
- welfare and personnel research, 190-191
- handling of grievances, 115-117
- improvement of: employees' efforts toward, 67, 114, 197
- movement toward, in local governments, 176-177
- movement toward, in states, 173-176, 181-182, 197-198
- model system of, 136-141
- objectives of, 111, 188
- scope of, 135-136, 189-191
- Tennessee Valley Authority policy of, 114-118
- Personnel agencies: administration of, 36-37, 105-106
- coöperation among, 109
- examination techniques of, *see* Civil service—examinations
- functions of, 37-40, 108, 113-114, 135-136, 140, 141
- in state governments, 71
- jurisdiction of, 105, 109
- status of, among government agencies, 108, 140
- structure of, 104-105
- PERSONNEL PROBLEMS IN NEW FEDERAL AGENCIES, Herbert Emmerich, 119-126
- Personnel research, 190-191
- PERSONNEL SURVEY, THE, Joseph Pois, 97-103
 - being conducted in Virginia, 182
 - characteristics of, 98-99
 - elements of, 99-100, 102-103
 - planning of, 99
 - purpose of, 103
 - subjects covered by, 100-102
- Plato, 20, 26
- POIS, JOSEPH, The Personnel Survey, 97-103
- Police: and civil service, 160, 161
 - career service provided for in Canada and London, 163-164
- Political campaigns: conduct of, 17
 - contributions to, by business and by government employees, 17, 19-20, 32
- Political corruption: following the Civil War, 127
 - See also* Spoils and the "Racket"
- Political machines: methods of, 18-21, 23
 - public indifference toward, 20-21
 - services rendered by, 20, 22-23, 25-26
 - See also* Patronage system; Politics
- Political parties and the spoils system, 12-13, 15, 30
- Politics in relation to
 - administration of justice, 18, 40
 - appointments under the Civil Service, 19-20
 - illegitimate business, 17, 18
 - See also* Patronage system; Political machines
- POLLOCK, JAMES KERR, The Cost of the Patronage System, 29-34
- Population: international distribution of, as causing frictions, 201-214
- Population policies, national, 206-207
- Pressure politics as affecting the Roosevelt administration, 120
- PROBLEMS AND PROGRESS OF THE MERIT SYSTEM, W. W. Montgomery, Jr., 192-198
- PROBLEMS OF THE INTERNATIONAL DISTRIBUTION OF POPULATION AND RAW MATERIALS, Corrado Gini, 201-214
- Professional groups in government service:
 - characteristics of, 77-80, 87, 89-90
 - increase of, 84-85
- Professionalization of the public service
 - a result of the industrial revolution, 59-60
 - definition of, 58-59, 69-70, 77, 87, 88-90
 - desirability of, 90
 - for social welfare, 178
 - improvement through, 63-64
 - in city governments, 76
 - purpose of, 80-81
 - suggested program of, 82-83
 - in state governments, 69-75
 - difficulties of, 71-72
 - progress toward, 72-73
 - trend toward, 58-64, 84-85
 - See also* Professional groups
- PROFESSIONALIZING THE STATE SERVICE, Charles P. Messick, 69-75
- Public opinion: as a control over government administration, 169
 - formation of, re merit system in government employment, 107-108, 184-186
- PUBLIC PERSONNEL AGENCIES, Oliver C. Short, 104-110
- PUBLIC PERSONNEL TRENDS IN THE STATES, Katherine A. Frederic, 173-179
- PUBLIC SERVANT, THE, Luther C. Steward, 65-68
- Public service, *see* Government service
- QUALIFIED PERSONNEL AND WHY WE SHOULD HAVE IT, Robert L. Johnson, 180-182
- Ramspeck, Robert, 27
- RAPPARD, WILLIAM E., The Relation of the Individual to the State, 215-218
- Raw materials: international distribution of, as causing frictions, 201-214
- REEVES, FLOYD W., Essentials of a Model Personnel System, 134-141
- RELATION OF THE INDIVIDUAL TO THE STATE, THE, William E. Rappard, 215-218
- RIDLEY, CLARENCE E., and LYMAN S. MOORE, Training for the Public Service, 127-133
- RISE AND DECLINE OF THE SPOILS TRADITION, THE, Carl Joachim Friedrich, 10-16

- Ritchie, Albert, 30
 Roosevelt, Franklin D., 147
 Roosevelt, Theodore, 144
 Roper, Daniel C., 184
 Ross, Charles G., 184
 Royce, Josiah, 44
- Sageser, A. Bower, cited, 144
 Salter, J. T., cited, 15
 Schurz, Carl, 14, 142, 143, 193
 quoted, 29, 32
- SCOPE OF DEPARTMENTAL PERSONNEL ACTIVITIES, THE, A. J. Altmeyer, 188-191
- SERVING THE CITY, Orin F. Nolting, 76-83
- Sharp, Walter R., cited, 54, 86
 Shepard, Edward M., 144
- SHORT, OLIVER C., Public Personnel Agencies, 104-110
- Smith, Adam, 3
 Smith, Alfred E., quoted, 165
 SMITH, BRUCE, Civil Service as Negative Control, 159-164
- Social legislation: administration of, 177-179, 191
 government employees exempt from, 175
 Social services, professionalization of, 178
- Socrates, 26
- SPOILS AND THE "RACKET," Thomas J. Hagerty, 17-21
- Spoils system, *see* Patronage system
- Stamp, Josiah, 125, 167
- State leagues of municipalities
 coöperation between agencies, 152-153
 development of in-service training by, 148-150
 number of, 148
 officials in training by, 128, 158
 See also Internship Training in the Public Service; Training for the Public Service
- Stephen, James, 50
- Stettinius, Edward R., 181
- STEWART, LUTHER C., The Public Servant, 65-68
- Stewart, Frank M., cited, 144, 146
- STOCKBERGER, W. W., The Need for Career Administrators, 91-96
- Sumner, Charles, 142
- Taxes as affecting business, 6-7
- TEAD, ORDWAY, Amateurs versus Experts in Administration, 42-47
- Tennessee Valley Authority: merit system of, 123-124
 personnel administration policy of, 114-118
- Tenure of office
 disadvantages of long tenure, 14, 166-167
 effects of uncertainty of, 32, 39, 66, 123, 195
 of city employees, 81
 should equal satisfactory performance, 37
- Theocritus, 20
- Thomas, Albert, cited, 205
- Trade unions of government employees, 114-118, 190, 197
- TRAINING FOR THE PUBLIC SERVICE, Clarence E. Ridley and Lyman S. Moore, 127-133
 a function of departmental personnel units, 189-190
 appraisal of, by personnel survey, 102
 by colleges and universities, 128-131, 132
 by professional associations, 79, 128, 132
 by state leagues of municipalities, 79, 128, 148-153, 158
 employees' desire for, 74
 for administrators, 46-47, 62, 78, 92, 95-96, 133
 future of in-service training, 132-133, 151-152
 government programs of, 73-74, 131, 138
 need for, 14, 60-61, 92
 philosophies of, 129-131, 170-171
 results of in-service training, 150-151
 through government apprenticeships, 133
 See also Internship Training in the Public Service; State leagues of municipalities
- Trenchard, Hugh Montague, 163
- TREND TOWARD PROFESSIONALIZATION, THE, Lewis Meriam, 58-64
- TURN, WILLIAM, In Defense of Patronage, 22-28
- Vandenberg, Arthur H., 30, 183
- Veterans' preference: evils of, 15-16, 125, 162, 196
 movement against, in Massachusetts, 175, 186
- Virgil, 20
- Viteles, Morris S., 181
- Wakefield, E. Gibbon, cited, 50
- Wallas, Graham, cited, 50
- Walpole, Robert, 10
- Warren, James, 11
- Washington, George, 10, 12, 13, 24, 127
- Weber, Max, cited, 48, 53, 54
- Wells, Marguerite M., quoted, 184
- Werner, T. H., cited, 13, 15
- Weybright, Victor, cited, 125
- Wheeler, Everett P., 142, 144, 193
 cited, 143
- White, Andrew D., quoted, 33
- WHITE, LEONARD D., Administration as a Profession, 84-90; 63, 133
 cited, 10, 52, 54, 84, 86
- Wilmerding, Lucius, cited, 48, 52
- WINGO, OTIS THEODORE, Internship Training in the Public Service, 154-158